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ABSTRACT

This is one of six related reports that describe the effects of the current Title I funds allocation formula and examine several alternatives. This particular study analyzes the results of demonstration projects in 13 school districts that switched to student achievement measures as criteria for allocating Title I funds to schools rather than using the standard poverty-based criteria. While the demonstration districts changed their funds allocation procedures, the National Institute of Education monitored their progress to learn how the changes affect the day-to-day operation of the Title I program. This report presents the results of the first two years of research on the demonstration projects. It analyzes the changes that occurred between the 1975-76 school year, when the districts allocated funds as before, and the 1976-77 school year, when new funds allocation criteria were introduced. The report covers three areas where, as a result of the new criteria, changes were likely: 1) the number of schools and students served by Title I, 2) the characteristics of students served by Title I, and 3) the services that Title I students receive. (Author/JG)

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Demonstration Studies of Funds Allocation Within Districts

A Report From the National Institute of Education

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The National Institute of Education
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PREFACE

The Compensatory Education Study on which this report is based was requested by Congress in the 1974 Elementary and Secondary Education Amendments. The 1974 Amendments emphasize the direct responsibility of the National Institute of Education (NIE) to the Congress. The study began in February of 1975 only after Congress had reviewed an official research plan submitted by NIE; it was funded with $15 million specially set aside from the Title I program appropriation. Results of the study will be reported directly to the President and to the Congress.

This direct responsibility to Congress led NIE to ensure that the study could be planned and integrated within the Institute. A special staff was established to conduct the study, and it was placed in NIE's Educational Equity Group. That staff has planned and closely managed the research on which this report is based and the 35 research projects that make up the whole compensatory education study.

The report reflects the work of several members of the NIE staff and contractors. Ann Milne of NIE was responsible for managing the demonstration projects, with Martin Chong, Gilbert Hoffman, Peirce Hammond, and William Hulten. Paul Hill and Iris Rotberg of NIE also contributed to the design and analysis of the research reported here.

The 13 demonstration districts participating in the study planned and implemented the funds allocation changes on which the report is based. Abt Associates, Inc., conducted the research to assess the effects of these allocation changes. James Vanecko was the project director and Francis Archambault, Nancy Ames, and Donald Muse also had major responsibilities for research design, data collection, and analysis.

The report was written by Ann Milne, based on analyses planned by James Vanecko of Abt Associates and herself. Special recognition is due to James Harvey

and Alison Wolf for their contributions to the integration and clarity of this report, to Janet Taylor for her assistance in data tabulations, and to Van Ring and Odean White for their assistance in typing the report.

Members of the NIE staff too numerous to mention have offered expert advice on research and helped select contractors. Special thanks are due Patricia Graham, Michael Timpane, and Corinne Rieder for their suggestions and contributions.

Paul Hill, Director
NIE Compensatory Education Study

Iris Rotberg, Associate Director
NIE Compensatory Education Study

SUMMARY

This report is based on the results of demonstration projects in 13 school districts that received special permission from the Commissioner of Education to use novel funds allocation procedures in their Title I programs. The demonstration projects are producing evidence about the practical consequences of the choice between poverty and achievement measures as criteria for allocating Title I funds to schools.

The demonstration projects, one of two major NIE studies of the use of student achievement measures for the allocation of Title I funds, are concerned with the allocation of Title I funds within school districts. The companion study, reported in another volume in this series, focuses on the consequences of using achievement test scores as the criterion for allocating Federal funds to States and school districts.

Specific provisions of the Congressional mandate for NIE's study permitted NIE to establish "working models" of alternatives in the Title I funds allocation process that Congress considered during deliberations on the Education Amendments of 1974.

Most of the districts conducting demonstration projects no longer use standard poverty-based procedures for allocating Title I funds and now use achievement eligibility criteria. In addition, they are altering the numbers of schools and students receiving Title I services. While the participating districts changed their funds allocation procedures, NIE carefully monitored their progress in order to learn about the ways in which the changes affect the day-to-day operation of the Title I program.

The purpose of this report is to present the results of the first 2 years of NIE's research on the demonstration projects. It analyzes the changes that occurred between the 1975-76 school year, during which the districts continued to allocate funds as before, and the 1976-77 school year, during which new funds allocation criteria were introduced. The report covers three areas where, as a result of the new criteria, changes were likely: (1) the numbers of schools and students served by Title I; (2) the

characteristics of students served by Title I; and (3) the services which Title I students receive.

The demonstration districts served substantially more schools and students as a result of the allocation changes. Although the size of the basic Title I grant remained stable, districts supplemented the Title I teaching staff with staff paid for by other sources. However, the staff increase only partially compensated for the increased number of students.

The demonstration also affected the relative proportions of low-achieving, poor, and minority students in the Title I population. The change to achievement criteria, combined with more restrictive student eligibility criteria in many schools, enabled districts to select low-achieving children more directly than they had under standard procedures. Therefore, the proportion of these children in Title I programs was higher in the 2d year of the demonstration. In contrast, the proportion of poor children in the Title I population was lower, since most districts no longer used poverty criteria to select eligible schools. There was also a small decrease in the proportion of minority students in the Title I population, although there was no consistent relationship between the specific school selection criterion used and the proportion of minority children served.

Because most of the districts increased the total number of students they served under Title I in the 2d year, the absolute numbers of poor and minority children served increased at the same time that their proportion in the Title I population decreased. Thus, districts served more poor and minority children, as well as more low-achieving children, as a result of the demonstration. The increase in numbers of children served was most dramatic for the low-achieving group, but substantial for all groups.

In order to serve additional children, the demonstration districts reduced the intensity of services they provided to each child. Children in these districts spent less time in compensatory instruction than they had before the allocation changes. However, districts did not make fundamental variations in their compensatory instructional strategies. The nature of Title I services--the size of the instructional group and the qualifications of the teaching staff--did not change as a result of the demonstration.

Although the increase in students served resulted in some loss of instructional time for each student, the time lost was relatively small compared to the number of additional students receiving Title I services. Many districts assigned additional staff in order to avoid large reductions in their programs. The additional staff did not fully compensate for the student increase, and the ratio of staff to students was lower as a result of the demonstration.

Based on the research findings, it is clear that each district had a model of the "appropriate" structure of a compensatory program and resisted downgrading this model by, for example, substantially increasing group size or hiring less expensive staff. In many cases, districts used funds from sources other than the basic Title I grant in order to maintain the quality of their program. It is likely that these additional funds would not be available over an extended period of time. Therefore, if districts continued to serve increased numbers of Title I students for a number of years, the reduction in intensity of services would probably be greater than that observed in the demonstration districts.

THE NIE COMPENSATORY EDUCATION STUDY

REQUEST FOR THE STUDY

The Education Amendments of 1974 (Public Law 93-380), the major education legislation of the 93d Congress, extended and changed the Elementary and Secondary Education Act (ESEA) of 1965 and extended other Federal education programs, including the Education of the Handicapped Act and the Adult Education Act, as well as the impact aid, Indian education, and emergency school aid programs.

The law also directed various Federal agencies to conduct studies and surveys so that Congress might have the benefit of more up-to-date and accurate information during its future consideration of legislation to assist elementary and secondary education. Among these directives is Section 821 of the Education Amendments, which instructs the National Institute of Education (NIE) to conduct a study of compensatory education, including compensatory programs financed by States and those funded under authority of ESEA Title I.

Compensatory education includes a number of Federal and state programs in addition to ESEA Title I. The relative size, scope, and long history of Title I mark it as the most important of the compensatory education programs. In order to ensure adequate depth and scope for the study, NIE chose to focus most of its attention on Title I. In 1977, that title, the largest Federal education effort at the elementary and secondary level, provided over $2 billion, most of which was used to fund educational programs for low-achieving students in school districts serving children from low-income families.

Specifically, Section 821 instructs the Institute to conduct a study incorporating:

- An examination of the fundamental purposes and effectiveness of compensatory education programs

- An analysis of the ways of identifying children in greatest need of compensatory education

- An exploration of alternative ways of meeting these children's needs, including the use of written educational plans

- An examination of the feasibility, cost, and consequences of alternative ways of distributing Federal compensatory education funds

- Not more than 20 experimental programs for the purpose of examining the issues above

The relevant sections of the 1974 statute authorizing the study are reproduced in Appendix A.

Section 821 also directs the Presidentially appointed National Advisory Council on the Education of Disadvantaged Children to advise the Institute on the design and execution of the study.

Finally, the law, as amended by Public Law 94-482, requires NIE to submit interim reports to the President and Congress on December 31, 1976, and on September 30, 1977, and to submit a final report in September 1978.

LEGISLATIVE BACKGROUND

The breadth of the examination of compensatory education requested of NIE, ranging from the allocation of funds to specific instructional approaches, reflects a number of concerns which figured prominently during the 1974 Congressional consideration of the extension of ESEA Title I. Among these concerns were:

- The effects of altering the definition of poverty used in the Title I allocation formula

- The feasibility of using measures of student achievement rather than numbers of low-income children in the formula

- The possibility of requiring individualized programs of instruction for each student participating in a Title I program

- The merits of requiring school districts to spend as much as 85% of their Title I grants on basic skills instruction in reading and mathematics

- The relatively narrow focus of most prior efforts to evaluate the effectiveness of Title I

RESEARCH STRATEGY

Like the provisions that authorized the study, therefore, NIE's evaluation adopted a wide focus during its examination of compensatory education. Essentially, the Institute has interpreted the provisions of Section 821 as constituting two major requests from Congress. The first requires an assessment of the effectiveness of compensatory education programs in meeting their fundamental purposes; the second requires an examination of several alternatives which might improve the effectiveness of compensatory education programs.

In response to these requests, NIE developed a strategy designed to produce a complete understanding of how the Title I program operates in practice as well as how it might change if any of several alternatives were adopted. The strategy involved the examination of four major areas:

- Funds allocation

- Service delivery

- Student development

- Program administration

The study defined the first three of these areas as the "fundamental purposes" of Title I. The fourth was examined in order to determine how the administrative structure required to implement such a large education program promotes the achievement of the program's purposes as well as how program administration might be improved.

FUNDAMENTAL PURPOSES

To examine the fundamental purposes of compensatory education programs, it is necessary to distinguish the broad philosophical concerns that may have motivated the program's originators from the more concrete operational purposes that are built into the program.

The originators of compensatory education efforts, such as Title I, may have had in mind some very general objectives, including helping to eliminate poverty, contributing to the redistribution of wealth and opportunity, reforming education, and symbolizing society's commitment to helping the disadvantaged. Although it is possible to speculate about what their motivations might have been, the debates, statutes, and official legislative reports that established the program contain a specific set of fundamental purposes, which were described in some detail in the Institute's December 1976 publication, Evaluating Compensatory Education: An Interim Report on the NIE Compensatory Education Study. These purposes, clearly discernible in the statute and accompanying formal Congressional statements, are:

(1) To provide financial assistance to school districts in relation to their numbers of low-income children and within those districts to the schools with the greatest numbers of low-income students

(2) To fund special services for low-achieving children in the poorest schools

(3) To contribute to the cognitive, emotional, social, or physical development of participating students

These three goals of Title I are consistent with one another, but each is not equally important to all Members of Congress. Congressional debates, and even the language of different parts of committee and conference reports, suggest that Members of Congress differ among themselves about the relative importance of the respective purposes. Some Congressional statements imply that the purposes form a hierarchy in which Title I delivers funds and provides services only to increase children's academic achievement (thus making the third the most important). Other statements, however, make it clear that the allocation of funds and delivery of services are important ends in themselves and may, in fact, define the practical limits of Federal action to promote the development of children.

STRATEGY FOR ASSESSING COMPENSATORY EDUCATION

The evaluation of Title I must start from the recognition that the program has several goals, and to focus exclusively on one, improperly ignores the others. Evaluation must also acknowledge that Title I operates through the Federal system and that state and local governments determine what it will be in practice. Although there is only one Federal Title I program, i.e., only one basic framework of laws and policies, it operates differently in every State, in 14,000 school districts, and in countless classrooms. Thus, to understand and evaluate Title I it is necessary to consider the ways in which Federal policy interacts with the actions of States and local educational agencies (LEAs) that actually implement the program.

The early national evaluations of Title I considered only the third goal—contributing to children's development—and often rendered judgments on the efficacy of the program without accounting for the diverse ways in which LEAs had implemented it. Those evaluations overlooked some important truths about Title I: it has several objectives, and under it LEAs deliver a range of services with a variety of aims and emphases to a diverse set of beneficiaries. In contrast to earlier evaluations, therefore, NIE's strategy is designed to (1) provide clear information about what Title I is accomplishing toward achievement of each fundamental purpose and (2) examine the implications of alternative ways of organizing the efforts of the Federal, state, and local governments to achieve these purposes.

THE REPORT

This volume is one of several intended to comply with the statutory requirement that a second interim report be completed not later than September 30, 1977. It presents the results of NIE's research on the effects of using student achievement measures to allocate Title I funds within school districts. The research is based on the results of demonstration projects in 13 school districts across the country.

Five additional reports will be published on the following topics:

- The compensatory services delivered by local educational agencies
- Administration of compensatory education
- The effects of using counts of low-income children in allocating funds
- The feasibility, costs, and consequences of using counts of low-achieving children in allocating Title I funds to school districts
- Student development in compensatory programs

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CHAPTER I. INTRODUCTION

The demonstration projects are one of two major National Institute of Education (NIE) studies on the use of student achievement measures for the allocation of Title I funds. This report is based on the results of demonstration projects in 13 school districts that received special permission from the Commissioner of Education to use novel funds allocation procedures in their Title I programs. The demonstration projects are intended to produce evidence about the practical consequences of the choice between using poverty and achievement measures as criteria for allocating Title I funds to schools.

The second NIE study, reported in another volume in this series, focuses on the consequences of using achievement test scores as the criterion for allocating Federal funds to States and school districts.

The demonstration projects, and the approvals which made them possible, are based on specific provisions of the Congressional mandate for NIE's study.[1] The mandate permitted NIE to establish working models of changes in the Title I funds allocation process which Congress considered during deliberations on the Education Amendments of 1974.

Districts conducting demonstration projects have changed from the standard poverty-based procedures for allocating their Title I funds and are now using a number of alternative criteria and processes. As the participating districts changed their funds allocation procedures, NIE carefully monitored their progress in order to learn

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[1] Sections 821(a)(5) and 150 of Public Law 93-380, which authorized these studies, are reproduced in Appendix A. Title I regulations pertaining to within-district allocation are reproduced in Appendix B.

about the ways in which changes in the funds allocation process affect the day-to-day operation of the Title I program.

For this purpose, NIE designed a 3-year study. The demonstration districts operated their Title I programs using standard allocation procedures in the first school year (1975-76) and are operating under the new allocation procedures in the following 2 years.

NIE's research had three basic objectives: (1) to document the ways in which the flow of Title I funds to schools and students changed as a result of new funds allocation processes; (2) to determine the effects of changes in funds allocation on the characteristics of students served by Title I; and (3) to determine how the quality and intensity of services received by those students were affected.

This report presents NIE's findings on the first 2 years of the demonstration projects. This chapter describes the actual changes in funds allocation procedures that the 13 districts chose. Both the general elements of the current funds allocation procedures that districts were interested in changing and the specific changes implemented in each of the districts are discussed.

DISTRICT SELECTION

To initiate the demonstration projects, NIE invited all States and territories to submit proposals for changes in the Title I funds allocation process in two of their school districts. States and territories forwarded more than 20 district proposals, and NIE selected 16 on the basis of criteria such as relevance to the questions under consideration, the districts' ability to manage and administer the new procedures, and geographical representation. Consistent with the statute establishing the demonstration projects, only proposals that had the support of local parent advisory councils were considered. At the end of the planning year (1975-76), three districts withdrew from the study. Currently, there are 13 districts implementing allocation changes.

The principal objective of the study was to examine the effects of permitting school districts to use new methods, including achievement criteria, in determining

eligibility for Title I resources. In addition, districts could change the way they allocated Title I resources so as to serve more schools and students or to concentrate on fewer.

Districts could implement achievement-based funding without changing the total number of schools and students served or the level of services received by participating students. Conversely, without changing their eligibility criteria, districts could expand or limit the numbers of students served.

Districts choosing to respond were obviously attracted to the alternatives presented by NIE. An examination of the reasons for participating given by the 13 districts shows six major motives. In order of frequency, they are:

- Desire to serve both schools and students on the basis of educational disadvantage[2]
- Desire to continue to serve students who are no longer eligible for services because of desegregation[3]
- Desire to eliminate the "stigma" of Title I as a special poverty or minority program[4]
- Desire to eliminate the distributional inequities caused by the lack of reliability and/or validity of available poverty indices[5]

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[2]This issue was raised by six districts--Adams County #12, Boston, Charlotte, Harrison County, Mesa, and Santa Fe.

[3]This issue was initially raised by five of the six districts that have desegregated since 1970--Racine, Charlotte, Winston-Salem, Boston, and Houston. Though the sixth, Newport, did not mention this issue in its application, desegregation apparently was a factor in its final decision to serve all schools.

[4]Five districts--Charlotte, Newport, Mesa, Winston-Salem, and Yonkers--cited this rationale.

[5]Four districts--Berkeley, Boston, Mesa, and Winston-Salem--expressed concern that standard poverty measures may be outdated and may lack reliability or validity.

- A general preference for achievement measures over poverty as funds allocation criteria[6]

- Desire to make programmatic changes that increase the efficiency of service delivery[7]

Because these districts tend to concentrate their Title I programs in the elementary schools, the discussion throughout the report focuses on the elementary school level.

The districts participating in the demonstration study are not a statistically random sample of the nation's local educational agencies (LEAs). However, the demographic characteristics of the 13 districts are similar to the range of district characteristics described by NIE's National Survey of Compensatory Education.[8]

It is important to emphasize that these districts volunteered for the demonstration study; they are not representative of all LEAs. NIE does not have an estimate of how many other districts would have been interested in implementing the alternatives. Hence, caution should be used in generalizing from the results of the demonstration study.

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[6]Three districts--Mesa, Houston, and Winston-Salem--expressed a preference for achievement criteria over poverty criteria.

[7]Berkeley County, Alum Rock, and Yonkers regarded the demonstration projects as an opportunity to improve their compensatory education services while reaching more children within schools.

[8]Geographically the demonstration districts are widely distributed and cover a wide range of sizes, with the exception of very small districts (enrollment below 4,359). They are generally similar to the 100 National Survey districts in terms of demographic variables including family structure, income levels, educational attainment, occupational structure, ethnic/language composition, mobility, and age distribution. The Title I programs offered by the participating districts before the demonstration began were also similar to the average of the 100 National Survey districts in that they tend to focus their Title I funds on basic skills, especially language arts and reading.

ELIGIBILITY CHANGES

Under standard Title I regulations governing school eligibility, only those attendance areas possessing a number or proportion of poor children above the district average are eligible for Title I services. Within the schools, students are deemed eligible for services on the basis of educational need, regardless of family income. All districts changed their eligibility criteria for schools or students or both.

School Eligibility

During the 1975-76 planning year, all of the demonstration districts used poverty criteria to qualify schools. During 1976-77, nine of the districts elected to eliminate poverty as a determinant of school eligibility, two districts elected to use achievement criteria in conjunction with poverty criteria, and two districts used poverty criteria exclusively.

Student Eligibility

During the 1st year, the demonstration districts, like other districts in the country, used achievement criteria to qualify students as eligible to receive Title I services and generally gave priority to the lowest achieving eligible children. In the 2nd year, 10 of the districts continued to follow the same general procedure, and 3 districts used new student eligibility procedures. In Alum Rock and Yonkers, all students in certain Title I schools, rather than only the lowest achieving students, were eligible to receive services. Newport redefined "educational need" to include an estimate of the student's learning potential. Students with the highest discrepancy between potential and achievement (and with achievement below the 50th percentile) received services first.

ELIGIBILITY CRITERIA CHOSEN BY DEMONSTRATION DISTRICTS

The districts are grouped into the following general types based on the school and student eligibility criteria they selected.

Direct Allocation

Six districts are serving all low-achieving students (variously defined by different districts) regardless of the school they attend. Therefore, the school is bypassed in determining eligibility, and all schools within a given grade span are eligible for, and receive, services. Districts using this approach are:

- Adams County #12, Colorado (elementary grades 1-3)
- Harrison County, West Virginia (elementary schools)
- Mesa, Arizona (elementary, junior high, high schools)
- Newport, Rhode Island (elementary schools)[9]
- Racine, Wisconsin (elementary schools)
- Santa Fe, New Mexico (elementary schools)

Ranking Schools by Achievement

Two districts are ranking schools solely on the basis of achievement, with all schools below a specified cutoff level considered eligible for Title I services. As a result, some schools that were served previously are not receiving any Title I services this year, while other schools are receiving services for the first time. These districts are:

- Charlotte, North Carolina (all elementary schools with 35% or more of the students performing below the 30th percentile)
- Winston-Salem, North Carolina (all elementary schools with 40% or more of the students performing below the 35th percentile)

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[9]Newport continued to serve junior high and senior high schools in 1976-77 but made changes in student eligibility criteria only in the elementary schools.

Ranking Schools Primarily by Poverty

Three districts are ranking schools by achievement and/or poverty criteria. These districts are:

- Boston, Massachusetts (all grade levels)
- Houston, Texas (elementary schools)
- Berkeley County, West Virginia (elementary schools)

Boston ranked schools primarily by poverty and continues to serve schools qualifying under this criterion. Boston ranks the rest of its schools by achievement, and several are served on the basis of their achievement rank. Houston ranks schools primarily by achievement and serves several new schools on that basis but also continues to serve schools which previously qualified by poverty criteria. Berkeley County continues to rank schools exclusively by poverty.

Primarily Intraschool Changes

Two districts are attempting to serve all of their students in half of their Title I schools. These districts are:

- Alum Rock, California (elementary and middle schools)
- Yonkers, New York (elementary schools)

With respect to school eligibility, Alum Rock serves all schools in the district; Yonkers continues to rank schools by poverty.

RESOURCE DISTRIBUTION

The basic Title I regulation governing the distribution of Title I resources is that districts should concentrate their funds to ensure that a project is of "sufficient size, scope, and quality" to meet the needs of the children to be served. All of the

demonstration districts served more schools in the 2nd year, and most of them served more students.

In some districts the increase in the number of schools served was matched by an increase in the number of students receiving services, so that approximately the same number of students per school were served. Unless funding were increased, this would have the effect of lowering per-pupil expenditures. Other districts serving more schools attempted to maintain the per-pupil expenditure level by serving fewer pupils in each school.

Nevertheless, the demonstration districts increased the resources spent on Title I services substantially during the 2nd year of the study. The end-of-year data on funding are still being analyzed. The additional money may have come from several sources including: (1) unspent Title I money that was carried over from previous years; (2) other Federal funds; (3) state compensatory funds; and/or (4) local funds.

It is not surprising that districts would increase their expenditures on compensatory education given the types of changes they attempted to implement. In the absence of a funding increase, the decision to increase the number of schools and students served would require a reduction in the intensity of the services offered to participating students or a change in the kinds of services provided. Although the additional expenditures provided a cushion against such reductions, they did not seem to be large enough to entirely offset the large increases in numbers served.

RESEARCH DESIGN

To determine the effects of the allocation changes, a sample of schools and students was selected within each district. Sample schools were of four types: (1) those receiving Title I services in both years; (2) those that did not receive services in either year; (3) those receiving Title I services the 2nd year, but not the 1st; and (4) those receiving services in the 1st year only. On the average, 80% of elementary schools in the districts were sampled.

Data on the overall operation of Title I programs in each district were collected from documents and informal interviews with district administrators. The information

on allocation changes reported in Chapter II is based on these data. The change in the numbers of teachers involved with Title I is used as an indicator of the resources available in the demonstration districts.

Information on student characteristics (achievement level, poverty level, race, and ethnicity) was gathered for all 3d- and 4th-grade students in the sample schools (nearly 50,000 Title I and non-Title I students each year). The results on student characteristics reported in Chapter III are based on this information.

Chapter IV describes the compensatory services provided in the sample schools. More detailed information was required than could be collected for all 3d- and 4th-grade students. Therefore, in each year a smaller sample of students (one Title I and one non-Title I student per classroom, where possible) was selected so that their homeroom teachers and instructional specialists could describe the instructional and support services provided them. Homeroom teachers and instructional specialists reported the instructional practices followed with these children in both regular and compensatory programs. In addition, on two different days during the year, each sample student's educational experiences were described by the teacher for 10 minute intervals for the entire day. The information included the subject taught, group size, location, the type of instructor (specialist, classroom teacher, aide), and whether the instruction was regular or compensatory.

The major question addressed by the analysis was whether the characteristics of Title I students or the services received by them changed over the 2 years of the study. Direct comparison of Title I students in 1975-76 and 1976-77 was supplemented by a comparison of non-Title I students over the same 2 years. This second contrast was used to determine whether the differences observed between the Title I students over time were due to the demonstration, or whether they were changes that occurred for the district as a whole.[10]

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[10]For further detail on the research design, sampling strategy, and method of analysis, see Abt Associates, Inc., Technical Reports: J. Vanecko, F. Archambault, N. Ames, Research on Demonstration ESEA Title I Compensatory Education Projects: Implementation Designs and Research Plan, Volumes I and II, October 1977.

CHAPTER II. EXPANSION OF PROGRAM IN DEMONSTRATION DISTRICTS

The demonstration districts generally increased the number of Title I schools and students in the 2d year of the study. They also increased expenditures, as evidenced by their assigning a significant number of additional teachers to Title I classes. This chapter describes these increases, and the tables provide detailed information on a district-by-district basis.

CHANGES IN SCHOOLS AND STUDENTS

Table 1 presents the changes in the number of elementary schools served by Title I between the 1st and 2d years. The table shows that the demonstration districts served an average of 86% more schools after the allocation changes. Every district but one served a higher proportion of schools in the 2d year than in the 1st. The largest proportional increases occurred in districts that served low-achieving students in all of their elementary schools.

There was also a large increase in the number of students served. Table 2 shows that the demonstration districts served about 71% more students in the 2d year of the study than they did in the 1st. Again, the largest average increase was in districts that provided Title I services in all their elementary schools.

The table also shows the changes projected by the districts before the school year began. Most of the districts served slightly fewer students than they had originally planned. These differences were rather large in several districts, such as Harrison County and Racine. Four districts served more students than expected.

Table 3 shows the changes in number of students served per school. Though most districts served more students overall in year 2 than in year 1, they tended to serve fewer students in each school. Eight districts decreased the number of Title I children in each school, while five districts served more children per school. As noted in

TABLE I

CHANGES IN THE NUMBER OF PUBLIC ELEMENTARY SCHOOLS SERVED BY TITLE I IN THE DEMONSTRATION DISTRICTS

	1975-76			1976-77			
	Number of Public Elementary Schools (1)	Number Served by Title I (2)	Percent Served by Title I (3)	Number of Public Elementary Schools (4)	Number Served by Title I (5)	Percent Served by Title I (6)	Proportional Increases in Schools Served by Title I (7) = (5-2)/2
Districts that serve low-achieving students in all elementary schools							
Adams County #12	16	3	19	16	16	100	433
Harrison County	30	25	83	30	30	100	20
Mesa	25	14	56	25	25	100	79
Newport	9	3	33	9	9	100	200
Racine	33	16*	48	33	33*	100	106
Santa Fe	16	11	69	16	16	100	45
Districts that rank schools by achievement and serve fewer than all elementaries							
Charlotte	73	49	67	75**	57	76	16
Winston-Salem	37	13	35	37	24	65	85
Districts that rank schools primarily by poverty							
Berkeley County	13	10	77	14**	11	79	10
Boston	117	65	56	108**	74	69	14
Houston	169	54	32	169	58***	34	7
Districts making primarily intraschool changes							
Alum Rock†	19	9	47	18**	18	100	100
Yonkers	31	9	29	25**	9	36	0
Average							86

*First-year schools in Racine are counted in the same way as 2d-year schools. Note that the 33 schools served in year 2 include 4 schools served with state compensatory education funds in the same manner as Title I schools. These schools will be funded by Title I in 1977-78 when state funds become unavailable.

**Changes in total number of elementary schools across years should be noted. These are due to school openings or closings.

***Five schools supported with state compensatory education funds are not counted in this total, even though they were made eligible under state-granted waivers, because other schools in the district also receive state funds.

†As Alum Rock shifted Title I money into new schools in the 2d year, it took from them equal amounts of money from other sources. There was no real change in the scale of the compensatory program in terms of schools served.

TABLE 2

CHANGES IN THE NUMBER OF PUBLIC ELEMENTARY STUDENTS SERVED BY TITLE I IN THE DEMONSTRATION DISTRICTS

	Number of Public Elementary Students Served by Title I in 1975-76* (1)	Number of Public Elementary Students Served by Title I in 1976-77** (2)	Actual Proportional Change June 1977 (3) = (2 - 1)/1	Projected Proportional Change December 1976*** (4)
Districts that serve low-achieving students in all elementary schools				
Adams County #12	174	591	240%	240%
Harrison County	1,409	1,823	29%	88%
Mesa	2,494	3,229	29%	-39%
Newport	175	445	154%	154%
Racine	760†	1,552†	104%	158%
Santa Fe	735	1,149	56%	75%
Districts that rank schools by achievement and serve fewer than all elementaries				
Charlotte	6,440	5,924	-8%	6%
Winston-Salem	1,812	3,310	83%	72%
Districts that rank schools primarily by poverty				
Berkeley County	630	1,106	76%	92%
Boston	10,130	10,572	4%	-7%
Houston	19,518	17,854	-9%	19%
Districts making primarily intraschool changes				
Alum Rock	3,962	9,560	141%	40%
Yonkers	2,375	2,855	20%	62%
Average				74%

*Figures updated from December report based on subsequent site visits.

**Based on district end-of-year reports submitted to NIE in June 1977.

***Projected percent change is derived from projected change in number of students served as reported in Evaluating Compensatory Education: An Interim Report on the NIE Compensatory Education Study, NIE, December 1976.

†Adjusted to incorporate students served in the new number of schools shown in Table 1.

TABLE 3

CHANGES IN THE NUMBER OF PUBLIC ELEMENTARY STUDENTS PER SCHOOL SERVED BY TITLE I IN THE DEMONSTRATION DISTRICTS

	Average Number Students Served per School* 1975-76 (1)	Average Number Students Served per School* 1976-77 (2)	Change in Average Number Served per School (3) = (2-1)	Proportional Change in Average Number Served per School (4) = (2-1)/1
Districts that serve low-achieving students in all elementary schools				
Adams County #12	58	37	-21	-36%
Harrison County	56	61	5	9%
Mesa	178	129	-49	-28%
Newport	58	49	-9	-16%
Racine	48	47	-1	-2%
Santa Fe	67	72	5	7%
Districts that rank schools by achievement and serve fewer than all elementaries				
Charlotte	131	104	-27	-21%
Winston-Salem	139	138	-1	-1%
Districts that rank schools primarily by poverty				
Berkeley County	63	101	38	60%
Boston	156	143	-13	-8%
Houston	361	308	-53	-15%
Districts making primarily intraschool changes				
Alum Rock	440	531	91	21%
Yonkers	264	317	53	20%
Average				-1%

*Average number of students served per school in each year is obtained by dividing the total number of elementary students served by Title I in each year by the total number of elementary schools served each year.

Chapter I, if districts serve fewer students in each school, this can help offset the effects of increasing the number of schools served.

CHANGES IN FUNDS AND TEACHING STAFF

Participation in the demonstration program did not change the size of the Title I grant received by a district. However, most districts spend more on their Title I projects in the 2d year than in the 1st. One indicator of the increase in expenditures is the rise in the number of compensatory teaching staff assigned to teach Title I students in elementary schools. Table 4 shows the proportional changes in compensatory teachers in each district.[1] The average increase was approximately 44%, which, though large, does not match the 71% increase in number of students served.

The demonstration districts' Title I grants in the 2d year were, on average, only 3% higher than in the 1st year. In addition, unspent Title I funds from previous years could be carried over to the next year. The extra funds available from both sources meant that, on average, districts had 27% more Title I money available in the 2d year than they had spent in the 1st. Data on the districts' actual expenditures during the 1976-77 school year were not available until September 1977. It is possible, however, to identify the Title I funds available for spending on compensatory services. Table 5 provides a district-by-district breakdown of the Title I funds available in the 2d year compared to the previous year's expenditures. In addition, some districts spent funds from other local, state, and Federal sources on their Title I programs. Subsequent reports will analyze district expenditures and the contribution of carryover and other funds to the expansion of the programs.

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[1] Because some districts supplied only total numbers of staff hired, and not full-time equivalents, further analysis will be required to convert the data in Table 4 to full-time equivalent staff.

TABLE 4

CHANGES IN ELEMENTARY SCHOOL COMPENSATORY TEACHING STAFF ASSIGNED TO TITLE I STUDENTS*

	Number of Staff 1975-76 (1)	Number of Staff 1976-77 (2)	Proportional Change (3) = (2-1)/1
Districts that serve low-achieving students in all elementary schools			
Adams County #12	5	12	140%
Harrison County	44	44	0%
Mesa	41	59	44%
Newport	7	19	171%
Racine	44	98	123%
Santa Fe	24	30	25%
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	236	249	6%
Winston-Salem	67	114	70%
Districts that rank schools primarily by poverty			
Berkeley County	41	40	-2%
Boston	438	515	18%
Houston	471	438	-7%
Districts making primarily intraschool changes			
Alum Rock	52	45	-13%
Yonkers	86	86	0%
Average			44%

*From district end-of-year reports submitted to NIE, June 1977.

TABLE 5

TITLE I FUNDS AVAILABLE IN THE DEMONSTRATION DISTRICTS IN 1976-77 RELATIVE TO TITLE I EXPENDITURES IN 1975-76*

	Title I Funds (From Part A, 1975-76 Plus Carryover, 1974-75) Spent in 1975-76 (1)	Title I Funds (From Part A, 1976-77 Plus Carryover, 1975-76) Available in 1976-77 (2)	Proportion of Funds Available in 1976-77 Above 1975-76 Expenditures (3) = (2-1)/1
Districts that serve low-achieving students in all elementary schools			
Adams County #12	151,677	179,686	18%
Harrison County	393,562	858,388	118%
Mesa	368,218	452,572	23%
Newport	281,580	488,203	73%
Racine	1,072,946	1,249,876	16%
Santa Fe	667,625	689,441	3%
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	2,271,435	2,865,863	26%
Winston-Salem	1,502,388	2,353,108	57%
Districts that rank schools primarily by poverty			
Berkeley County	302,104	312,187	3%
Boston	8,509,642	9,726,470	14%
Houston	8,959,687	9,991,470	12%
Districts making primarily intraschool changes			
Alum Rock	910,872	947,769	4%
Yonkers	1,744,663	1,509,104	-15%
Average			27%

*From district end-of-year reports, June 1977.

CHAPTER III. CHANGES IN CHARACTERISTICS OF STUDENTS SERVED

INTRODUCTION

The demonstration districts changed either the eligibility criteria used for schools and students, the degree to which they concentrated funds, or both. Any of these changes could be expected to alter the characteristics of the students served. Therefore, NIE examined how the demonstration projects affected participation in Title I of students who were low-achieving, poor, or from minority groups.

The change to achievement as the eligibility criterion enabled districts to select low-achieving children more directly than they had under standard procedures. Thus, the proportion of low-achieving children in the Title I population is likely to be higher as a result of the demonstration projects. This effect of the eligibility criterion is likely to be reinforced in districts that serve small numbers of students in all their schools, because it is possible for them to serve only the very lowest achieving students in each school.

In contrast, the proportion of poor children in the Title I population is likely to decrease. Selecting schools for Title I services on the basis of criteria other than poverty is likely to decrease the proportion of low-income students served. When districts serve all their schools, they are bound to add students from areas with a higher average income.

The likely effect of the demonstrations on the proportion of minority children in the Title I population is impossible to predict; it might depend on factors extraneous to the demonstration, such as the distribution of minority children across schools in the district.

Because most of the demonstration districts increased the total numbers of students served under Title I in the 2d year, they could have served a greater absolute number of poor or minority children even if the proportion of these children in the Title I population decreased. In other words, districts might include more children of each type in their Title I programs.

The following sections present detailed analyses of changes in student characteristics. They present data on:

- The general characteristics of students in Title I schools
- The proportion of low-achieving children in the Title I population
- The proportion of poor and minority children in the Title I population
- The total numbers of low-achieving, poor, or minority children served by the districts

Student characteristics were defined in the following ways:

- Percent low-achieving--proportion of students whose reading achievement is 1 year or more below grade level
- Percent poor--proportion of students who receive free or reduced-price lunch.[1]
- Percent minority--proportion black, Spanish American, Asian or Pacific Islander, and American Indian or Alaskan native

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[1] Information based directly on family income is available for a smaller sample.

Information on these characteristics is based on responses of classroom teachers to questions about the characteristics of every child in grades 3 and 4 in the sample schools.

CHANGES IN CHARACTERISTICS AT SCHOOL LEVEL

Table 6 compares demographic characteristics of student bodies in schools served by Title I in the 1st year with those in schools served in the 2d year of the study.

TABLE 6

CHARACTERISTICS OF STUDENTS IN TITLE I SCHOOLS
IN DEMONSTRATION DISTRICTS
(percentages)

		1976-77		
	1975-76 Schools	Schools Served in Both Years	Schools Served in Year 2 Only	Average*
Percent reading 1 year or more below grade level	35	37	28	35
Percent receiving free or reduced lunch	54	55	37	49
Percent minority	44	44	36	41

*Average percent of students with given characteristics in each school type, weighted by the proportion of each school type in the sample.

The districts' new allocation patterns resulted in funding schools that differed markedly from those selected for Title I under the criteria used in the 1st year of the study. A comparison of schools served only in 1976-77 with schools served in 1975-76 shows that schools funded only in the 2d year had a smaller percentage of students who were low-achieving, poor, or from minority groups. However, the effect of the changes on the characteristics of the student body as a whole were less marked (Column 4), and the average percentage of low achievers in Title I schools as a whole was the same in both years.

Much of this change can be attributed to the fact that a number of districts served children in all schools, so the characteristics of the student body in the 2d year represent those of the district as a whole. In districts not serving all schools, the student bodies in schools served only in year 2 were also somewhat less poor and low-achieving than in the other groups of schools, but the differences were much less pronounced.

CHILDREN SERVED

The schools added in the 2d year of the demonstration had lower concentrations of low-achieving, low-income, and minority students. However, many districts altered the numbers served in each school. Therefore, it cannot be assumed that students from the new schools who actually received services differed in a comparable way from children targeted under the old allocation procedures. In fact, Title I students served in the 2d year of the study included a smaller percentage of poor and minority children than before, but the percentage of low achievers actually increased.

Low-Achieving Children

Table 7 shows that the proportion of low-achieving students in the Title I group was higher in the 2d year than the 1st. The average difference across all districts was rather small. However, several districts that allocated funds on the basis of achievement showed increases in the proportions of low-achieving students served that were large and statistically significant. The three districts that continued to rank schools primarily by poverty served either a reduced percentage of low-achieving children in the 2d year or experienced no change.[2]

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[2]These analyses were replicated for children scoring half-a-year or more below grade level. Table C-1 presents the results. Gains in proportions of low-achieving children were generally smaller using this criterion. This finding is reasonable, because many districts changed their allocation procedures to direct services to the lowest achieving children, rather than to those only a little below grade level. Using this criterion, the average proportion of low-achieving children in the Title I population was above 80% in each year, rather than below 70%.

TABLE 7

PERCENT OF TITLE I STUDENTS IN DEMONSTRATION DISTRICTS
WHO READ 1 YEAR OR MORE BELOW GRADE LEVEL

	1975-1976 (Percent) (1)	1976-1977 (Percent) (2)	Change (2-1)
Districts that serve low-achieving students in all elementary schools			
Adams County #12	83	74	-9
Harrison County	67	68	1
Mesa	44	62	18*
Newport	53	66	13
Racine	60	58	-2
Santa Fe	64	72	8*
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	83	79	-4**
Winston-Salem	72	88	16*
Districts that rank schools primarily by poverty			
Berkeley County	79	67	-12**
Boston	65	64	-1
Houston	67	67	0
Districts making primarily intraschool changes			
Alum Rock	49	54	5*
Yonkers	61	72	11**
Average	65	69	4

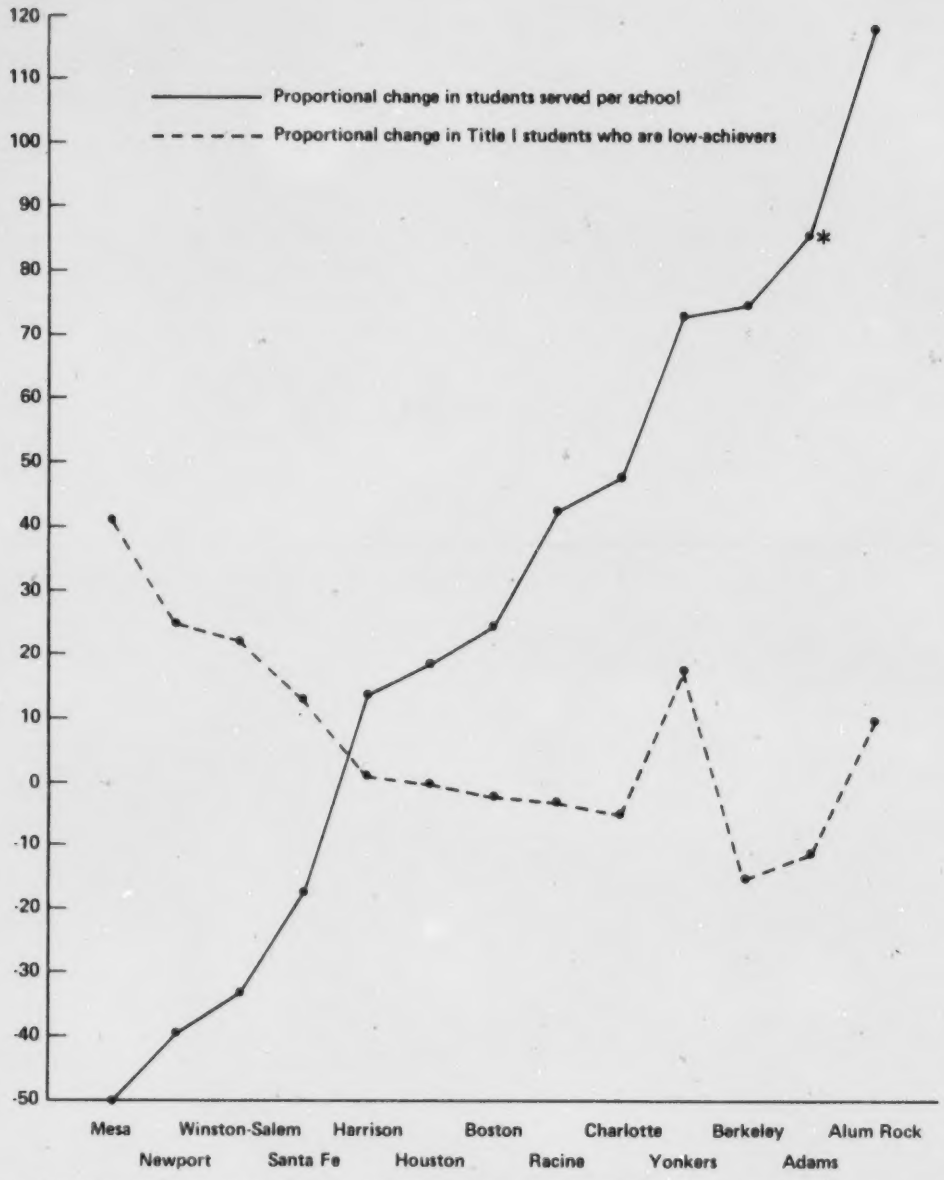
*Significant at $P \leq .05$
**Significant at $P \leq .05$, but accompanied by changes in the non-Title I group.

This result is not entirely the effect of using achievement criteria to allocate funds. It also reflects the fact that some, though not all, districts with significant rises in the proportion of low achievers served also reduced the number of students served in each eligible school. They could, therefore, focus to a greater extent on the lowest achieving students in each school. Figure 1 illustrates this point; in general, it indicates that districts that reduced the proportion of students served in each school increased the proportion of low-achieving students served.[3]

Poor Children

Table 8 shows the percent of Title I students in the demonstration districts who received free or reduced-price lunches in each year of the demonstration. It indicates that the average proportion of poor students in the Title I population was 6 percentage points lower after the allocation changes than before. Nine of the 13 districts account for this change: the 6 districts that served all their elementary schools; Charlotte, which ranked schools by achievement criteria; and Alum Rock and Yonkers, which made intraschool changes.

[3]Alum Rock and Yonkers, the districts that made primarily intraschool changes and served more students per school, also increased the relative proportion of low-achieving children served. This increase was due to factors extraneous to the demonstration. In Alum Rock, 85% of the students scored below the 50th percentile, so there was a large pool of low-achieving children from which to select Title I students. In Yonkers, a number of schools were closed at the end of 1975-76 for fiscal reasons, and low-achieving students from these schools went to the remaining Title I schools, thereby increasing the proportion of low-achieving children in these schools in year 2.



*This figure reflects change in students served per school in Adams County, rather than students served per grade, because the district served grades 3 and 4 in year 1 and only grade 3 in year 2.

FIGURE 1. PROPORTIONAL CHANGE IN PERCENT OF TITLE I STUDENTS WHO ARE LOW ACHIEVING AS A FUNCTION OF PROPORTIONAL CHANGE IN STUDENTS SERVED PER SCHOOL[4]

[4]Data on change in students served per school are derived from the experimental rosters for grades 3 and 4, rather than from the total change in elementary students served as shown in Chapter II.

TABLE 8

PERCENT OF TITLE I STUDENTS IN DEMONSTRATION DISTRICTS
WHO RECEIVE FREE OR REDUCED-PRICE LUNCHES

	1975-1976 (Percent) (1)	1976-1977 (Percent) (2)	Change (2-1)
Districts that serve low-achieving students in all elementary schools			
Adams County #12	24	21	-3
Harrison County	65	58	-7*
Mesa	43	32	-13*
Newport	77	62	-15
Racine	44	42	-2
Santa Fe	86	75	-11*
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	73	61	-12*
Winston-Salem	64	71	7*
Districts that rank schools primarily by poverty			
Berkeley County	57	57	0
Boston	91	92	1
Houston	83	85	2
Districts making primarily intraschool changes			
Alum Rock	89	78	-11*
Yonkers	85	72	-13*
Average	68	62	-6

*Significant at $P \leq .05$.

Clearly, the change from a poverty-based allocation system to an achievement-based system affected the poverty level of the Title I-served population. The average poverty level of the Title I students tends to reflect the poverty level of their schools, many of which have fewer poor than the schools receiving Title I before the demonstration changes. Thus, the gain in the proportion of low-achieving children in the Title I population was accompanied by a loss of poor children.

Another poverty measure was obtained from family income data derived from interviews with the parents of a subsample of these 3d and 4th graders. Family income figures were converted to various proportions of the Orshansky poverty index.[5] The data are presented in Table C-2; they confirm the finding that poor students account for a relatively lower proportion of the Title I group in the 2d year of the study.

Minority Children

Table 9 shows that the proportion of minority children in the Title I population decreased by an average of 3 percentage points between the 1st and 2d years of the study. Although the percentage of minority children served decreased in 8 of the 13 districts, no consistent relationship between the specific school selection criterion used and the proportion of minority children served can be discerned.

Increase In Low-Achieving, Poor, or Minority Students Served by the Districts

Although the proportion of the Title I-served population that was either poor or minority decreased in the demonstration districts, it is possible that larger absolute numbers of poor and minority children were actually served, because the districts generally served so many more children.

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[5]The Orshansky poverty index sets poverty-level incomes by estimating the costs of adequate diets for different sizes and types of families, and the typical costs of other goods and services relative to food expenditures.

TABLE 9

PERCENT OF TITLE I STUDENTS IN DEMONSTRATION DISTRICTS WHO ARE MINORITY GROUP MEMBERS

	1975-1976 (Percent) (1)	1976-1977 (Percent) (2)	Change (2-1)
Districts that serve low-achieving students in all elementary schools			
Adams County #12	19	26	7
Harrison County	6	4	-2
Mesa	29	24	-5
Newport	21	24	3
Racine	43	43	0
Santa Fe	87	83	-4
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	67	60	-7*
Winston-Salem	54	62	8*
Districts that rank schools primarily by poverty			
Berkeley County	11	8	-3
Boston	73	73	0
Houston	99	98	-1
Districts making primarily intraschool changes			
Alum Rock	87	78	-9**
Yonkers	89	70	-19*
Average	53	50	-3

*Significant at $P \leq .05$.

**Significant at $P \leq .05$, but accompanied by change in the non-Title I group.

In fact, increasing the number of children served by Title I led naturally to an increase in the portion of the low-achieving, poor, or minority population receiving services. As shown in Tables C-3, C-4, and C-5, most districts have extended Title I services to larger proportions of all their disadvantaged students.[6]

Most districts are also delivering services to a larger proportion of their higher achieving and nonpoor populations (see Tables C-7 and C-8). This is also a result of increasing the numbers of students served. The cost of these increases to the intensity of the Title I services is discussed in the next chapter.

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[6] In increasing the total number of low-achieving children served, districts had a choice between serving additional children in their old Title I schools or expanding services to more schools. Most districts chose the latter alternative. However, districts could also have served additional low-achieving children by serving more children in existing Title I schools. Table C-6 illustrates this point: Before the allocation changes, an average of 21% of the students scoring 1 year or more below grade level were in Title I schools and did not receive Title I services. Eight of these districts could have made an equal or greater increase in the percent of their low-achieving children served by serving all low achievers in existing Title I schools.

CHAPTER IV. CHANGES IN SERVICES

INTRODUCTION

The funds allocation changes implemented in the demonstration districts involved not only the use of achievement criteria to determine school and student eligibility but also substantial changes in the concentration of funds so more students could be served in the Title I program. Because most of the demonstration districts served substantially more schools and students in the 2d year, there is every reason to expect that the services provided to the students changed in some way. As noted in Chapter I, most districts spent more money on their Title I programs in the 2d year. As a result, the nature and intensity of Title I services probably changed less than they would if districts had been unable to channel extra resources into their compensatory education programs. The use of those extra resources did not fully compensate for the increase in the numbers of students. However, they clearly helped cushion the magnitude of the effects.

The analyses reported below provide detailed information on the changes in services. They focus on both the quantity of instruction received by Title I students and the quality of that instruction. The quantity of instruction is measured by the total amount of time (minutes per day) Title I students spend in language arts instruction.[1] Two indicators of instructional quality are used:

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[1] The analysis focuses on language arts instruction because Title I funds in the demonstration districts are used primarily for that purpose. The size of the mathematics program in these districts is too small to allow reliable analyses. The language arts analysis deals with only 12 districts because the student sample in the 13th was extremely small.

- Instructional group size, defined as the number of students in a class taught together for a particular activity

- Type of teacher, defined as the person responsible for the activity

The Nature of Title I Services

The indicators described above have been used by NIE to analyze the compensatory and regular instruction received by both Title I and non-Title I children in the demonstration districts prior to the allocation changes. Two results emerged from those analyses, which were presented in a previous report.[2] First, Title I services in every district were different and more intensive than regular instructional services. Second, Title I students in total spent more time in language arts instruction when both regular and compensatory instruction were combined than did non-Title I students. The analyses below compare the language arts services received by Title I students after the demonstration-induced changes were made with those received in the 1st year of the study.

CHANGES IN TITLE I SERVICES

Quantity of Instruction

The analysis shows that in 10 of the 12 districts Title I students received less time in compensatory instruction and more in regular classes.

Table 10 shows the amount of time per day that Title I students spent in compensatory, regular, and total language arts instruction for each district in the 1st year; the time spent in such instruction after the allocation changes; and the differences in instructional time between the 2 years.

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[2]For a more complete discussion of the findings, see Compensatory Education Services: A Report from the National Institute of Education. Washington, D.C.: July 1977, Chapter IV.

TABLE 10

TIME (MINUTES PER DAY) SPENT IN COMPENSATORY AND REGULAR LANGUAGE ARTS INSTRUCTION BY TITLE I STUDENTS IN THE DEMONSTRATION DISTRICTS*

	COMPENSATORY			REGULAR			TOTAL		
	1975-76**	1976-77***	Change	1975-76	1976-77	Change	1975-76	1976-77	Change
Districts that serve low-achieving students in all elementary schools									
Adams County #12	28	27	-1	109	117	8	137	144	7
Harrison County	28	30	2	120	116	-4	148	146	-2
Mesa	37	22	-15†	96	116	20††	133	138	5
Racine	34	25	-9†	112	124	12	146	149	3
Sante Fe	27	24	-3	111	107	-4	138	131	-7
Districts that rank schools by achievement and serve fewer than all elementaries									
Charlotte	35	27	-8†	97	94	-3	132	121	-11†
Winston-Salem	41	41	0	112	124	12††	153	165	12††
Districts that rank schools primarily by poverty									
Berkeley County	35	26	-9	111	141	30†	146	167	21
Boston	41	34	-7	90	106	16	131	140	9
Houston	38	34	-4	122	145	23†	160	179	19†
Districts making primarily intraschool changes									
Alum Rock	41	31	-10	68	95	27†	109	126	17
Yonkers	30	35	5	67	102	35††	97	137	40††
Average	35	30	-5	101	115	14	136	145	9

*Newport is excluded from analyses that depend on the classroom activities log (CAL) because the sample of students receiving language arts instruction was too small to permit reliable estimates. Program changes in Newport will be presented in technical reports to be published by Abt Associates, Inc., in October 1977.

**N=412.

***N=630.

†Change is significant at the .05 level.

††Change is significant at the .05 level, but occurs systemwide (for the non-Title I group as well).

The Title I sample used in these analyses is limited to those children who actually received compensatory language arts instruction.

The reduction in time spent in compensatory instruction was statistically significant in only three districts, but two others show losses of similar size. The losses in these five districts ranged from 8 to 15 minutes per day, which is equivalent to between 23% and 41% of the time received in compensatory language arts instruction in the previous year. No district provided students with substantially more time in compensatory instruction as a result of the demonstration.

The decreased time in compensatory instruction is probably due in part to a reduction in the average length of the Title I language arts instructional periods. The districts reduced the average length of their language arts periods by as much as 8 minutes per day; the average decrease was 3 minutes.[3]

Though Title I students in most districts spent less time in compensatory language arts instruction, they spent more in regular language arts classes. In part, this simply reflects the fact that Title I students were pulled out of their regular classes for shorter periods of time to receive compensatory instruction. However, there are several districtwide increases in time devoted to language arts that probably were not related to the demonstration. In these districts, students spent substantially more additional time in regular instruction than they lost in compensatory instruction.

The net result of these changes in instructional time is that students in the demonstration districts received more time in language arts in year 2 than in year 1. Generally, significant losses in time in compensatory instruction were matched by additional time in regular instruction.

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[3]Table C-9 presents these results for 11 districts.

Quality of Instruction

The purpose of this section is to determine if districts changed the nature of their compensatory language arts program regardless of the amount of time students spent in the program. The analyses below focus on two characteristics of instruction: instructional group size and teacher type.

Instructional Group Size.--Table 11 shows the proportion of time that compensatory students spent in groups of various sizes in the 2 years of the study. In the 1st year, Title I students received their compensatory language arts instruction in small groups an average 65% of the time; in the 2d year, 60% of the time was spent in small-group instruction. Although this finding indicates a small, overall shift to larger groups, the results for individual districts are mixed. Four districts had substantial changes to larger groups, while two districts used more small group instruction. Only in Yonkers was the shift to large group instruction statistically significant. Overall, there appears to be no definite pattern of changes in grouping practices in the demonstration districts.

Type of Instructor.--Table 12 shows the proportion of time Title I students spend with different types of teachers in compensatory language arts instruction. The table distinguishes instructional specialists, who teach a single subject area such as language arts, from classroom teachers who have regular homeroom responsibilities.[4]

The table shows that from the 1st year to the 2d, there were no consistent changes in the proportion of time Title I children spent with different types of teachers. Though students in some districts (e.g., Boston and Winston-Salem) spent less time with instructional specialists from one year to the next, students in other districts spent as much or more. Patterns are similarly mixed for time with classroom teachers and paraprofessionals.

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[4]The terms "instructional specialist" and "classroom teacher" refer to teaching responsibilities and not necessarily to qualifications, experience, or employment status. A comparison of the teachers in the demonstration districts shows that in some districts specialists have more training and/or experience than classroom teachers. In others, they have less experience than teachers and either approximately the same or only slightly higher educational levels.

TABLE 11

PROPORTION OF TIME TITLE I STUDENTS SPEND IN INSTRUCTIONAL GROUPS OF VARIOUS SIZES IN THEIR COMPENSATORY LANGUAGE ARTS CLASSES

	Total Minutes In Compensatory Language Arts*		Proportion of That Time Spent in Groups of:					
			Individual (1) Plus Small (2-5)			Medium (6-20) Plus (Large (20+)		
	1975-76	1976-77	1975-76	1976-77	Change	1975-76	1976-77	Change
Districts that serve low-achieving students in all elementary schools								
Adams County #12	28	27	37%	62%	25%	63%	38%	-25%
Harrison County	27	30	40	35	-5	60	65	5
Mesa	36	22	97	97	0	3	3	0
Racine	34	25	100	99	-1	0	1	1
Santa Fe	27	24	83	82	-1	17	18	1
Districts that rank schools by achievement and serve fewer than all elementaries								
Charlotte	35	26	66	57	-9	34	43	9
Winston-Salem	41	40	54	62	8	46	38	-8
Districts that rank schools primarily by poverty								
Berkeley County	32	26	71	44	-27	29	56	27
Boston	40	34	54	46	-8	46	54	8
Houston	37	32	33	35	2	67	65	-2
Districts making primarily intraschool changes								
Alum Rock	41	31	71	71	0	29	29	0
Yonkers	30	35	71	27	-44**	29	73	44**
Average	34	29	65%	60%	-5%	35%	40%	5%

*Total minutes for group size do not match total minutes in language arts instruction cited in Table 10 due to differential nonresponse on the two questionnaire items.

**Indicates that the change is significant at the .05 level.

TABLE 12

PROPORTION OF TIME TITLE I STUDENTS SPEND WITH DIFFERENT TYPES OF TEACHERS IN COMPENSATORY LANGUAGE ARTS INSTRUCTION

	Total Minutes* in Compensatory Language Arts		Proportion of That Time Spent With:								
			Instructional Specialist			Classroom Teacher			Paraprofessional**		
	1975-76	1976-77	1975-76	1976-77	Change	1975-76	1976-77	Change	1975-76	1976-77	Change
Districts that serve low-achieving students in all elementary schools											
Adams County #12***	32	27	84%	93%	9%	0%	5%	5%	10%	1%	-9%†
Harrison County	28	30	94	96	2	2	4	2	3	0	-3
Mesa	36	31	22	17	-5	1	0	-1	77	83	6
Racine	34	25	11	12	1	0	2	2	88	86	-2
Santa Fe***	24	24	82	79	-3	5	13	8	14	7	-7
Districts that rank schools by achievement											
Charlotte	35	26	86	79	-7	0	13	13†	10	4	-6†
Winston-Salem	40	40	80	68	-12	2	12	10†	13	18	5
Districts that rank schools primarily by poverty											
Berkeley County	34	26	62	76	14	12	16	4	22	8	-14
Boston	41	35	88	74	-14	5	12	7	5	3	-2
Houston	37	54	85	82	-3	5	5	0	8	7	-1
Districts making primarily intraschool changes											
Alum Rock***	41	31	32	51	19	19	4	-15	34	39	5
Yonkers***	30	35	67	88	21	7	1	-6	0	0	0
Average††	34	30	66%	68%	2%	5%	7%	2%	23%	21%	-2%

*Total minutes for teacher type do not match total minutes in language arts instruction cited in Table 10 due to differential nonresponse on the two questionnaire items.

**Paraprofessionals include student teachers, paid aides or assistants, parent/adult volunteers, other adults (excluding specialists and classroom teachers), and older students. This category can include some staff who are certified to teach.

***Instructional specialists in these districts have extra training or experience.

†Change is significant at the .05 level.

††The proportions of time do not add to 100% because time without adult attention is omitted from the table.

The demonstrations apparently did not change the districts' general staffing patterns for compensatory instruction. Districts that relied heavily on specialists and paraprofessionals before the demonstrations were implemented continued to do so in the second year of the study. This was true even in districts were there were significant changes in the amount of time children spent with different kinds of teachers. Mesa and Racine, for example, relied primarily on paraprofessionals in the 1st year and continued to do so after the allocation changes. Charlotte increased its use of classroom teachers in the 2d year but continued to rely on specialists for most compensatory instruction. Winston-Salem provided less time with specialists in the 2d year but still provided much more instruction through specialists than through any other type of teacher.

The data presented on instructional group size and type of instruction indicate that it was the quantity rather than the quality of Title I services that changed as a result of the demonstrations. Districts did not make fundamental changes in the type of compensatory instruction they provided; most of the changes they made cannot be interpreted as affecting the quality of compensatory education services.

Effects of Losses in Compensatory Time on Title I Students' Overall Instructional Experience

The data show that:

- Compensatory education students spent less time in compensatory instruction, but correspondingly more time in regular language arts classes after the demonstrations were implemented.

- The nature of the compensatory instruction they did receive was not changed.

Nonetheless, Title I students might have lost something important from their overall instruction. Title I instructional services in these districts are clearly more intensive than regular services. To the degree that students received less time in compensatory instruction, they might have suffered a loss in the quality of their overall language arts instruction.

Table 13 contains information needed to determine if Title I students lost any of their advantage relative to non-Title I students between years 1 and 2 of the study. It displays the differences in services received by both groups of students in both years, as measured by amount of instruction, time spent in small groups, and time spent with instructional specialists.

Title I students enjoyed an advantage on all three measures in both the 1st and 2d years. In the 1st year, Title I students received an average of 23 minutes more time in small-group instruction each day than did non-Title I students. However, some of the advantage was lost in the 2d year during which they received only 16 minutes more. Students in four districts lost as much as 12 to 31 minutes per day of their additional time in small groups. By contrast, Title I children spent approximately the same amount of additional time with instructional specialists in both years of the study.

Title I students' advantage relative to other students declined in the 2d year, but it did not disappear; they continued to receive a distinctive program of service. In both years, Title I students in most districts received extra time in language arts instruction, and they received this instruction in smaller groups or from more highly trained staff.

COMPENSATORY TIME RELATED TO STAFF

As expected, the increase in students served resulted in some loss of instructional time for each student. The time lost averages 14% in the 12 districts analyzed in this chapter. This decline can be explained almost fully by the fact that the ratio of staff to students in the 2d year was approximately 13% lower than in the 1st year.

TABLE 13

TITLE I VERSUS NON-TITLE I STUDENTS' INSTRUCTIONAL EXPERIENCE
(REGULAR AND COMPENSATORY)

	Additional Minutes/Day in Language Arts Instruction			Additional Minutes/Day in Groups of 1-5 Students			Additional Minutes/Day With Instructional Specialists		
	1975-76	1976-77	Change	1975-76	1976-77	Change	1975-76	1977-77	Change
Districts that serve low-achieving students in all elementary schools									
Adams County #12*	16	12	-4	23	20	-3	22	24	2
Harrison County	17	16	-1	11	10	-1	27	28	1
Mesa	22	13	-11	31	27	-4	10	5	-5
Racine	15	9	-6	40	14	-26	3	2	-1
Santa Fe*	23	12	-16	34	37	3	22	21	-1
Districts that rank schools by achievement and serve fewer than all elementaries									
Charlotte	20	10	-10	26	15	-11	30	19	-11
Winston-Salem	15	21	6	18	22	4	30	27	-3
Districts that rank schools primarily by poverty									
Berkeley County	1	17	16	33	2	-31	21	20	-1
Boston	23	29	6	21	25	4	35	32	-3
Houston	11	24	13	10	14	4	29	29	0
Districts making primarily intraschool changes									
Alum Rock*	2	14	12	32	17	-15	5	14	9
Yonkers*	-9	-4	5	6	-3	-9	12	26	14
Average	13	14	1	23	16	-7	21	21	0

*Instructional specialists in these districts have extra training or experience.

On a district-by-district basis, however, the relationship between relative decreases in staff/child ratio and instructional time are not so consistent; this is because districts made other changes in the 2d year such as changes in group size, grades served, or proportion of funds spent in different subject areas which also affected time spent in language arts instruction. The more detailed analyses of individual districts will be presented in subsequent reports.

The loss of instructional time is less than would be expected given that the districts served an average of 71% more students in the 2d year.[5] Districts avoided large changes in the amount of instruction delivered by assigning additional staff to Title I. The funds used might have come from Title I carryover money or from other district, state, and Federal funds.

It is clear that each district had a model of the "appropriate" structure of a compensatory language arts program and resisted downgrading this model by, for example, substantially increasing group size or hiring less expensive staff. It is likely, however, that the additional funds used in the 2d year of the study would not be available over an extended period of time. Therefore, if districts continued to serve increased numbers of Title I students for a number of years, the reduction in intensity of services would probably be larger than that observed here.

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[5]The increase ranged from 4% to 240%: two districts had small reductions of less than 10%.

APPENDIX A. SECTIONS 821 AND 150
OF PUBLIC LAW 93-380

Public Law 93-380
93rd Congress, H. R. 69
August 21, 1974

An Act

To extend and amend the Elementary and Secondary Education Act of 1965, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Education Amendments of 1974".

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Part B—Educational Studies and Surveys

STUDY OF PURPOSES AND EFFECTIVENESS OF COMPENSATORY EDUCATION PROGRAMS

SEC. 821. (a) In addition to the other authorities, responsibilities and duties conferred upon the National Institute of Education (hereinafter referred to as the "Institute") by section 405 of the General Education Provisions Act and notwithstanding the second sentence of subsection (b)(1) of such section 405, the Institute shall undertake a thorough evaluation and study of compensatory education programs, including such programs conducted by States and such programs conducted under title I of the Elementary and Secondary Education Act of 1965. Such study shall include—

(1) an examination of the fundamental purposes of such programs, and the effectiveness of such programs in attaining such purposes;

(2) an analysis of means to identify accurately the children who have the greatest need for such programs, in keeping with the fundamental purposes thereof;

(3) an analysis of the effectiveness of methods and procedures for meeting the educational needs of children, including the use of individualized written educational plans for children, and programs for training the teachers of children;

(4) an exploration of alternative methods, including the use of procedures to assess educational disadvantage, for distributing funds under such programs to States, to State educational agencies, and to local educational agencies in an equitable and efficient manner, which will accurately reflect current conditions and insure that such funds reach the areas of greatest current need and are effectively used for such areas;

(5) not more than 20 experimental programs, which shall be reasonably geographically representative, to be administered by the Institute, in cases where the Institute determines that such experimental programs are necessary to carry out the purposes of clauses (1) through (4), and the Commissioner of Education is authorized, notwithstanding any provision of title I of the Elementary and Secondary Education Act of 1965, at the request of the Institute, to approve the use of grants which educational agencies are eligible to receive under such title I (in cases where the agency eligible for such grant agrees to such use) in order to carry out such experimental programs; and

(6) findings and recommendations, including recommendations for changes in such title I or for new legislation, with respect to the matters studied under clauses (1) through (5).

(b) The National Advisory Council on the Education of Disadvantaged Children shall advise the Institute with respect to the design and execution of such study. The Commissioner of Education shall obtain and transmit to the Institute such information as it shall request with respect to programs carried on under title I of the Act.

(c) The Institute shall make an interim report to the President and to the Congress not later than December 31, 1976, and shall make a final report thereto no later than nine months after the date of submission of such interim report, on the result of its study conducted under this section. Any other provision of law, rule, or regulation to the contrary notwithstanding, such reports shall not be submitted to any review outside of the Institute before their transmittal to the Congress, but the President and the Commissioner of Education may make to the Congress such recommendations with respect to the contents of the reports as each may deem appropriate.

(d) Sums made available pursuant to section 151(i) of the Elementary and Secondary Education Act of 1965 shall be available to carry out the provisions of this section.

(e)(1) The Institute shall submit to the Congress, within one hundred and twenty days after the date of the enactment of this Act, a plan for its study to be conducted under this section. The Institute shall have such plan delivered to both Houses on the same day and to each House while it is in session. The Institute shall not commence such study until the first day after the close of the first period of thirty calendar days of continuous session of Congress after the date of the delivery of such plan to the Congress.

(2) For purposes of paragraph (1)—

(A) continuity of session is broken only by an adjournment of Congress sine die; and

(B) the days on which either House is not in session because of an adjournment of more than three days to a day certain are excluded in the computation of the thirty-day period.

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"ALLOCATION OF FUNDS WITHIN THE SCHOOL DISTRICT OF A LOCAL EDUCATIONAL AGENCY

"SEC. 150. (a) For any fiscal year not more than 20 local educational agencies selected for the purpose of section 821(a)(5) of the Education Amendments of 1974 may elect, with the approval of the district-wide parent advisory council which is required to be established under section 141(a)(14) of this title, to allocate funds received from payments under this title on the basis of a method or combination of methods other than the method provided under section 141(a)(1)(A). Any method selected pursuant to this section shall be so designed and administered as to be free from racial or cultural discrimination.

"(b) Any local educational agency to which this section applies shall submit such reports to the Director of the National Institute of Education at such time and in such manner as the Director may reasonably require to carry out his responsibilities under section 821(a)(5) of the Education Amendments of 1974.

APPENDIX B. PROCEDURES FOR ALLOCATING FUNDS WITHIN SCHOOL DISTRICTS UNDER STANDARD TITLE I REGULATIONS

APPENDIX B. PROCEDURES FOR ALLOCATING FUNDS WITHIN SCHOOL DISTRICTS UNDER STANDARD TITLE I REGULATIONS

Having received a Title I allocation, an LEA must select schools eligible for Title I-funded services, target specific schools from among those deemed eligible, and determine which students within those schools will receive services. A brief discussion of these procedures follows.

CHOOSING ELIGIBLE SCHOOLS

The basic requirement governing selection of eligible schools by the LEA is that school attendance areas must be selected that have high concentrations of children from low-income families. The term "attendance areas" is used in the statute because all needy children living in a targeted attendance area are potentially eligible for services regardless of which public or private school they attend. Other provisions of the law, as well as U.S. Office of Education regulations, serve to interpret and explicate this requirement.

Basically, an LEA is required to select one or several measures of poverty to determine the number of children, aged 5 to 17, from poor families residing in the LEA as a whole and in each attendance area. Each attendance area with a percentage of poor children at least as high as the average for the district is eligible; alternatively, an LEA can choose to rank areas based on the number rather than the percentage of poor children, deeming eligible those areas that have a number of poor children at least as high as the average number per attendance area in the LEA. Both methods may be used simultaneously. An LEA can declare schools eligible that have either large numbers or high concentrations of poor children, as long as the total number of attendance areas selected by the combined method does not exceed the number that could have been chosen by either method alone.

The 3-Year Hold-Over Option

This procedure was introduced by the Education Amendments of 1974, and provided that a school attendance area that fails to meet the eligibility criteria, but that met such criteria and received Title I services in either of the 2 preceding fiscal years, shall be eligible. The Congresional intent was to give continuity to Title I programs through sustained eligibility.

The Selection of Poverty Measures

In selecting the poverty measure that will define poverty levels for the various school attendance areas, the LEAs can use one or more of several measures. Counts of children from low-income families are given priority in the regulations. Where these are not available, LEAs may use the number of children in families receiving Aid to Families With Dependent Children (AFDC), the number of children eligible for free or reduced-price lunch, "or any other reliable and uniform indicator of poverty." LEAs may use one or a combination of indices, but they must be applied uniformly throughout the school district.

Eligibility by Actual Attendance

The Education Amendments of 1974 provided that an LEA could, at its discretion, declare any school eligible for Title I payments in which:

> . . . the proportion of children in actual average daily attendance from low-income families is substantially the same as the proportion of such children in (an eligible attendance area) of that agency.

The amendments reflect a Congressional concern that, in an attendance area in which children of poor families constitute only a small percentage of children resident in the area, but in which large numbers of nonpoverty children do not attend the local schools, the attendance areas would be ineligible despite the fact that the children of poor families constitute a high percentage of the children in actual attendance. The amendment enables such a school to be eligible for Title I funds.

The "No-Wide-Variance" Option

Another option sometimes available to LEAs is the "no-wide-variance" rule:

> In certain areas, the whole of a school district may be regarded as (an) area having a high concentration. . .(of) children (of low-income families) and be approved as a project area, but only if there are not wide variances in the concentrations of such children among the several school attendance areas in the school district.

Thus, if an LEA can establish to the satisfaction of its state education agency (SEA) that there are "no wide variances," all attendance areas become eligible. Under the new regulations, the standard is that the variation between the highest and lowest percentage of children from low-income families is not more than one-third the average of low-income children for the district as a whole.

Thirty-Percent Rule

A final option formerly described in Title I ESEA: Selecting Target Areas, and currently appearing in the revised 1976 regulations, is that, with the approval of the SEA ". . . an area with 30% or more of the children from such (low-income) families" may be designated as a project area. (For this purpose, the children include only those eligible for free lunch.) This rule apparently originated following expressed Congressional concern that inflexible targeting regulations could result in an LEA with a high incidence of poverty declaring ineligible schools with 25% or 30% low-income enrollment, although a neighboring district with a lower incidence of poverty might declare a school eligible with only 10% low-income enrollment.

Finally, LEAs may apply any or all of these provisions separately to groups of schools (e.g., elementary, junior high or middle schools, and high schools).

SELECTING SCHOOLS

Having developed its list of eligible attendance areas, the LEA must choose which schools it will "target"--that is, fund. The law and regulations impose two constraints on LEAs in choosing which of the eligible schools to fund.

One is the so-called "no-skip" provision, formerly articulated by the Office of Education in Program Guide No. 44, Section 4.6, and presently appearing in the 1976 revised regulations. In general, the no-skip provision provides that an LEA cannot designate an eligible school attendance area as an area to be served by a program unless all attendance areas with a higher percentage or number of children from low-income families have been so designated. The new regulations now provide that an attendance area need not be targeted, i.e., it may be "skipped," if the LEA can demonstrate that educational need is greater in other, lower ranked eligible areas.

The second constraint is the requirement that every Title I program be ". . .of sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting (the needs of educationally deprived children)." This is the "concentration" requirement, and requires that districts limit the number of schools actually served to a number consistent with quality programs.

STUDENT ELIGIBILITY AND SELECTION

Although attendance area eligibility is determined by economic criteria, student eligibility is based on low achievement. Title I-eligible children are described by existing regulations as:

> . . . those children who have need for specific educational assistance in order that their level of educational attainment may be raised to that appropriate for children of their age.

The final step in the process is the selection of children to be served from among those who are eligible and the determination of the amount and type of service each should receive. Specifically, the regulations provide that:

> The project for which an application for a grant is made by a local education agency should be designed to meet the special educational needs of those educationally deprived children who have the greatest need for assistance.

Thus, those children with the most severe degree of educational deprivation should be given priority for services.

The project (shall be) concentrated on a sufficiently limited number of services for a sufficiently limited number of educationally deprived children.

This is the "concentration" provision at the student level.

APPENDIX C. ADDITIONAL DATA

TABLE C-1

PERCENT OF TITLE I STUDENTS IN THE DEMONSTRATION DISTRICTS WHO READ ONE-HALF YEAR OR MORE BELOW GRADE LEVEL

	1975-1976 Percent (1)	1976-1977 Percent (2)	Change (2-1)
Districts that serve low-achieving students in all elementary schools			
Adams County #12	95	98	3
Harrison County	93	93	0
Mesa	70	85	15*
Newport	83	91	8
Racine	94	89	-5
Santa Fe	90	92	2
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	96	93	-3
Winston-Salem	95	99	4
Districts that rank schools primarily by poverty			
Berkeley County	92	90	-2
Boston	85	87	2
Houston	87	87	0
Districts making primarily intra-school changes			
Alum Rock	75	74	-1
Yonkers	79	83	4
Average	87	89	2

* Significant at $P \leq .05$.

TABLE C-2

PERCENT OF TITLE I STUDENTS IN THE DEMONSTRATION DISTRICTS FROM FAMILIES BELOW VARIOUS INCOME LEVELS

	Below 100% Orshansky			Below 75% Orshansky	Below 125% Orshansky	Below 150% Orshansky
	1975-76 (Percent)	1976-77 (Percent)	Change	Change	Change	Change
Districts that serve low-achieving students in all elementary schools						
Adams County #12*	17	2	-15	--	-14	-28
Harrison County	41	35	-6	-9	-6	-2
Mesa	14	12	-2	-3	-6	+3
Newport*	60	38	-22	-50**	-30	-20
Racine	13	15	2	0	-10	-1
Santa Fe	63	36	-27**	-24**	-23**	-18**
Districts that rank schools by achievement and serve fewer than all elementaries						
Charlotte	41	38	-3	-10†	-10	-4
Winston-Salem	34	31	-3	-8	4	4
Districts that rank schools primarily by poverty						
Berkeley County **	13	39	26	22	-6	-3
Boston ***	--	--	--	--	--	--
Houston	49	52	3	-6	-5	-2
Districts making primarily intraschool changes						
Alum Rock	48	32	-16	-9	-19†	-12
Yonkers	38	25	-13	-19**	-29†	-21
Average	36	29	-6	-11	-13	-9

*Sample sizes too small to be reliable.
**Significant at $P \leq .05$.
***Change measures were not available, because parent data in Boston were collected only for new schools in year 2.
† Significant at $P \leq .05$, but accompanied by change in the non-Title I group.

TABLE C-3

PERCENT OF ALL LOW-ACHIEVING* CHILDREN
WHO PARTICIPATE IN TITLE I

	1975-1976 (Percent)	1976-1977 (Percent)	Change
Districts that serve low-achieving students in all elementary schools			
Adams County #12	7	29	22
Harrison County	59	75	16
Mesa	38	47	9
Newport	20	44	24
Racine	14	44	30
Santa Fe	51	66	15
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	44	54	10
Winston-Salem	26	38	12
Districts that rank schools primarily by poverty			
Berkeley County	26	45	19
Boston	47	59	12
Houston	21	17	-4
Districts making primarily intraschool changes			
Alum Rock	27	99	72
Yonkers	54	47	-7
Average	33	51	18

*Read 1 year or more below grade level.

TABLE C-4

PERCENT OF ALL FREE AND REDUCED-PRICE
LUNCH RECIPIENTS WHO PARTICIPATE IN TITLE I

	1975-1976 (Percent)	1976-1977 (Percent)	Change
Districts that serve low-achieving students in all elementary schools			
Adams County #12	3	14	11
Harrison County	36	42	6
Mesa	28	20	-8
Newport	15	22	7
Racine	8	25	17
Santa Fe	30	36	6
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	35	40	5
Winston-Salem	23	31	8
Districts that rank schools primarily by poverty			
Berkeley County	19	35	16
Boston	31	40	9
Houston	21	15	-6
Districts making primarily intraschool changes			
Alum Rock	29	96	67
Yonkers	53	50	-3
Average	26	36	10

TABLE C-5

PERCENT OF ALL MINORITY CHILDREN WHO PARTICIPATE IN TITLE I

	1975-1976 (Percent)	1976-1977 (Percent)	Change
Districts that serve low-achieving students in all elementary schools			
Adams County #12	2	15	13
Harrison County	30	35	5
Mesa	27	21	-6
Newport	10	22	12
Racine	7	24	17
Santa Fe	23	29	6
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	32	39	7
Winston-Salem	20	28	8
Districts that rank schools primarily by poverty			
Berkeley County	26	39	13
Boston	30	38	8
Houston	15	15	0
Districts making primarily intraschool changes			
Alum Rock	28	95	67
Yonkers	61	54	-7
Average	24	35	11

TABLE C-6

PERCENT OF LOW-ACHIEVING CHILDREN WHO WERE IN TITLE I SCHOOLS AND DID NOT RECEIVE TITLE I SERVICES IN YEAR 1 COMPARED WITH THE PERCENT INCREASE IN LOW-ACHIEVING CHILDREN SERVED DURING THE DEMONSTRATION

	Percent of Low-Achieving Children in Title I Schools and Not Served Before the Demonstration	Percent Increase in Low-Achieving Children Served During the Demonstration
Districts that serve low-achieving students in all elementary schools		
Adams County #12	16	22
Harrison County	24	16
Mesa	21	9
Newport	15	24
Racine	23	30
Santa Fe	25	15
Districts that rank schools by achievement and serve fewer than all elementaries		
Charlotte	23	10
Winston-Salem	9	12
Districts that rank schools primarily by poverty		
Berkeley County	44	19
Boston	19	12
Houston	16	-4
Districts making primarily intraschool changes		
Alum Rock	25	72
Yonkers	8	-7
Average	21	18

TABLE C-7

PERCENT OF CHILDREN WHOSE READING ACHIEVEMENT IS BETTER THAN 1 YEAR BELOW GRADE LEVEL AND PARTICIPATE IN TITLE I

	1975-1976 Percent (1)	1976-1977 Percent (2)	Change (2-1)
Districts that serve low-achieving students in all elementary schools			
Adams County #12	0	3	3
Harrison County	9	12	3
Mesa	10	6	-4
Newport	5	8	3
Racine	3	6	3
Santa Fe	9	9	0
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	5	10	5
Winston-Salem	5	3	-2
Districts that rank schools primarily by poverty			
Berkeley County	4	13	9
Boston	11	20	9
Houston	6	5	-1
Districts making primarily intraschool changes			
Alum Rock	25	90	65
Yonkers	12	12	0
Average	8	15	7

TABLE C-8

PERCENT OF CHILDREN WHO DO NOT RECEIVE FREE OR REDUCED PRICE LUNCH AND PARTICIPATE IN TITLE I

	1975-1976 (Percent) (1)	1976-1977 (Percent) (2)	Change (2-1)
Districts that serve low-achieving students in all elementary schools			
Adams County #12	2	8	6
Harrison County	12	18	6
Mesa	11	12	1
Newport	4	12	8
Racine	4	9	5
Santa Fe	5	11	6
Districts that rank schools by achievement and serve fewer than all elementaries			
Charlotte	8	19	11
Winston-Salem	7	7	0
Districts that rank schools primarily by poverty			
Berkeley County	8	18	10
Boston	6	11	5
Houston	3	3	0
Districts making primarily intraschool changes			
Alum Rock	31	90	59
Yonkers	6	12	6
Average	8	18	9

TABLE C-9

CHANGES IN LENGTH OF COMPENSATORY LANGUAGE ARTS CLASSES
IN THE DEMONSTRATION DISTRICTS

	Length (in Minutes) 1975-76	Length (in Minutes) 1976-77	Change
Districts which serve low-achieving students in all elementary schools			
Adams County #12	37.0	35.9	-1.1
Harrison County	32.6	30.9	-1.7*
Mesa	55.5	48.9	-6.6
Racine	40.7	36.7	-4.0*
Santa Fe	35.7	30.2	-5.5*
Districts which rank schools by achievement and serve fewer than all elementaries			
Charlotte	37.5	35.4	-2.1*
Winston-Salem	42.2	42.7	0.5
Districts which rank schools primarily by poverty			
Berkeley County	40.0	31.6	-8.4*
Boston	44.2	43.4	-0.8*
Houston	36.1	38.7	2.6*
Districts making primarily intra-school changes			
Alum Rock	NA	(30.2)	--
Yonkers	39.7	39.7	0
Average (11 districts)	40.1	37.6	-2.5

*The change is significant at the .05 level.

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